

STATE OF OREGON

EMERGENCY MANAGEMENT PLAN



VOLUME IV:
OREGON DISASTER
RECOVERY PLAN

DECEMBER 2025

Authority and Adoption Letters

1. Introduction**Legal Authority**

The *Oregon Disaster Recovery Plan* is developed under the authority of Oregon Revised Statutes (ORS) Chapter 401, which assigns responsibility for the emergency services system within the State of Oregon to the governor (ORS 401.035). The governor has delegated the responsibility for coordination of the state's emergency program, including coordination of recovery planning activities to the Oregon Department of Emergency Management (ORS 401.052).

1. Introduction

Letter of Transmittal

Volume IV of the *State of Oregon Comprehensive Emergency Management Plan*, known as the *Oregon Disaster Recovery Plan*, addresses how the State of Oregon manages recovery from disasters in support of local and Tribal jurisdictions.

This plan assists the state in implementing ORS Chapter 401 and is consistent with the *National Disaster Recovery Framework* published by the Federal Emergency Management Agency.

I have reviewed the *Oregon Disaster Recovery Plan* and am pleased to submit it to Governor Tina Kotek for formal adoption.



Erin McMahon

Director

Oregon Department of Emergency Management

January 5, 2026

DATE

1. Introduction

Executive Signatory Page

I am pleased to officially promulgate the *Oregon Disaster Recovery Plan*, which is Volume IV of the State of Oregon *Comprehensive Emergency Management Plan*.

This plan is published by the Oregon Department of Emergency Management. Great efforts were made by the coordinating and participating agencies to assist the Oregon Department of Emergency Management to develop this disaster recovery plan.

Periodic changes to this plan will be made as additional details and procedures are added, as well as lessons learned from exercises and disaster events.



Tina Kotek

Governor

State of Oregon

January 21, 2026

DATE

1. Introduction

Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by members of the state recovery organization.

Date	Change No.	Department	Summary of Change

State of Oregon Comprehensive Emergency Management Plan

Overview

The Oregon Department of Emergency Management (OEM) is responsible for preparing and updating a statewide comprehensive emergency management plan (CEMP) (ORS 401.052(3)). This comprehensive plan consists of a set of strategic and operational documents that define principles and priorities, assign roles and responsibilities and direct action in all phases of emergency management.

OEM Strategic Plan. The OEM Strategic Plan defines the vision, mission, and core values of OEM. The Strategic Plan defines goals and objectives based on identified strategic issues. The Strategic Plan emphasizes the primary importance of protecting lives, property and the environment; providing excellent customer service; providing resources to accomplish the goals; and engaging partners in a collaborative approach.

Operational Plans. The State of Oregon CEMP is divided into four volumes. Each volume addresses a specific phase of emergency management.

Volume I – Natural Hazards Mitigation Plan (NHMP). The NHMP identifies natural hazards and vulnerabilities in Oregon and proposes a strategy to mitigate risk and address recurring disasters.

Volume II – State Preparedness Plan. This plan provides requirements and guidance for each step of the emergency preparedness cycle, including planning, organization, equipment, training, exercise, evaluation and improvement.

Volume III – State of Oregon Emergency Operations Plan (State EOP). The State EOP describes the framework used by the state to respond to emergencies and disasters. It describes common incident management and response functions applicable in an all-hazards response.

Volume IV – Oregon Disaster Recovery Plan (ODRP). The Oregon Disaster Recovery Plan (ODRP) describes the framework used by the state to assist communities recovering from disasters. The ODRP is flexible and scalable and can be applied in any incident requiring state level recovery coordination.

Support Plans. OEM and partner agencies have developed operational and scenario-based documents to address specific procedures in preparing for, responding to and recovering from disasters. Examples include annexes to the State EOP and the ODRP.

Table of Contents

Authority and Adoption Letters	ii
Table of Contents	viii
List of Tables, Figures and Case Studies.....	x
1 Introduction	11
1.1 Authority	12
1.2 Plan Activation	12
1.3 Purpose	13
1.4 Scope.....	13
1.5 Plan Assumptions and Guiding Principles.....	13
1.6 Equity Vision.....	14
2 Recovery Organization.....	16
2.1 State of Oregon Structure.....	17
2.1.1 Executive Policy Group	17
2.1.2 Coordinating Group	18
2.1.3 Legislative Assembly	18
2.1.4 Judicial Branch	18
2.1.5 Governor's Office and Executive Branch	19
2.2 Oregon State Emergency Coordination Center (ECC).....	22
2.2.1 Emergency Coordination Center (ECC) Manager	23
2.2.2 State Disaster Recovery Manager (SDRM)	23
2.2.3 Recovery Branch Director	23
2.2.4 Recovery Operations Section Chief	23
2.2.5 Operations Coordination Section Chief	24
2.2.6 Planning and Intelligence Coordination Section Chief	24
2.2.7 Logistics Coordination Section.....	24
2.2.8 Public Information Officer	24
2.2.9 Recovery Planner	25
2.2.10 Finance and Administration Coordination Section.....	25
2.2.11 State Agency Regional Staff	25
2.2.12 State Recovery Support Functions (RSFs)	25

Oregon Disaster Recovery Plan	Base Plan
	1. Introduction 28
2.3 Tribal Roles.....	28
2.3.1 Tribal Chief Executive.....	29
2.3.2 Tribal Declaration.....	30
2.3.3 Tribal Coordination Officer (TCO)	30
2.3.4 Tribal Disaster Recovery Coordinator (TDRC).....	30
2.4 Local Jurisdiction Roles	31
2.4.1 City or County Emergency Declarations	31
2.4.2 Elected and Appointed Officials.....	31
2.4.3 Voluntary and Community Organizations Active in Disaster (VOAD and COAD) .	31
2.4.4 Long-term Recovery Groups (LTRGs).....	32
2.4.5 Local Disaster Recovery Manager (LDRM).....	33
2.5 Federal Roles.....	34
2.5.1 Federal Coordinating Officer (FCO)	34
2.5.2 Federal Disaster Recovery Coordinator (FDRC)	34
2.5.3 Federal Disaster Recovery Officer (FDRO)	34
2.5.4 Interagency Recovery Coordination (IRC).....	35
2.5.5 Federal Recovery Support Functions (RSFs)	35
3 Recovery Concept of Operations.....	36
3.1 Recovery Continuum.....	37
3.1.1 Preparedness	40
3.1.2 Phase One: Stabilization	41
3.1.3 Phase Two: Recovery Operations	45
3.1.4 Phase Three: Long-term Recovery	50
4 Implementation and Maintenance.....	53
4.1 Oregon Department of Emergency Management (OEM) Responsibility	54
4.1.1 Post-Activation Review	54
4.2 Training	54
4.3 Exercises.....	54
4.4 Plan Administration and Distribution	54
4.4.1 Plan Distribution List.....	55
Appendix.....	56

List of Tables, Figures and Case Studies

Tables

Table 1: Recovery Support Functions	26
Table 2: Plan Receiving Entities	55

Figures

Figure 1. Regional Solutions Program.....	19
Figure 2. FEMA Community Lifelines	23
Figure 3. Oregon Tribal Nation Locations	29
Figure 4. Recovery Continuum.....	37
Figure 5. Recovery Continuum Activities	39
Figure 6. Phase One: Stabilization – ECC response and recovery organization.	41
Figure 7. Recovery Organization	47
Figure 8. Major Disaster Declaration Recovery Organization	48

Case Studies

Case Study #1: 2020 Debris Management Task Force.....	28
Case Study #2: Lincoln County LTRG.....	32
Case Study #3: Lane County Recovery – LDRM	33

1 Introduction

1.1 Authority

This plan, known as the *Oregon Disaster Recovery Plan* (ODRP), was developed under the authority of Oregon Revised Statutes (ORS) Chapter 401, which assigns responsibility for the emergency services system within the State of Oregon to the governor (ORS 401.035). The governor has delegated the responsibility for coordinating the state's emergency program, including recovery planning activities, to the Oregon Department of Emergency Management (OEM) (ORS 401.052).

Additionally, Executive Order (EO)-16-07 establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for the execution of prudent policy and decision-making. The organizational concepts established in this plan, including the Governor's Disaster Cabinet (GDC) and Economic Recovery Council (ERC), are based on the authority of this EO.

The ODRP has also been designed to be consistent with the National Incident Management System (NIMS), the principles outlined in the *National Disaster Recovery Framework* (NDRF) and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).

The Base Plan establishes the framework within which the State of Oregon will support recovery activities during emergencies. It consists of the following chapters:

1. **Introduction.** Identifies the authority, purpose, scope and guiding principles for the plan; describes the plan's organizational structure; and explains the plan's relationship to other planning efforts.
2. **Recovery Organization.** Describes the roles and responsibilities of the state, federal, Tribal and local governments during recovery operations as well as the organizational structures in place during recovery.
3. **Recovery Concept of Operations.** Outlines how recovery activities will be organized, coordinated, and managed at the state level in a disaster, and addresses relevant topics such as the recovery continuum and the interface between response and recovery operations.
4. **Implementation and Maintenance.** Describes how the plan will be implemented and sustained to ensure the readiness of all partner entities.

1.2 Plan Activation

The ODRP is activated by the OEM Director when an emergency, as defined by ORS 401.025, has occurred or is imminent. Planning for recovery is implemented at the same time as necessary emergency response actions are being taken to protect the public. Preparations are made for the rapid deployment of resources necessary to facilitate recovery. The Oregon Disaster Recovery Continuum is used to guide disaster recovery efforts across the state. For more details regarding the Oregon Disaster Recovery Continuum, refer to Figure 4 Recovery Continuum.

1.3 Purpose

The ODRP is intended to accomplish the following objectives:

- Establish a state recovery organization that provides a framework for the state to support local (city, county) and Tribal recovery activities before, during and after natural or manmade disasters.
- Assign roles and responsibilities to state departments for the support of state recovery activities.
- Identify points of coordination with local, Tribal Nation, federal, private sector, community and faith-based partners to coordinate recovery activities.

The ODRP is meant to complement other federal, state and local plans and frameworks. The Oregon statewide comprehensive emergency management plan (CEMP) is divided into four volumes and is complementary to other state plans. The ODRP is Volume IV of the CEMP, and it directs or references other state recovery materials such as the State Recovery Action Plan (SRAP) and Recovery Support Function (RSF) Annexes. [Chapter 3: Recovery Concept of Operations](#) defines how the state will coordinate recovery operations and the process for developing the SRAP, which is the state-level post-disaster recovery plan. The RSF Annexes detail each RSF's contribution to recovery operations and the SRAP. Any RSF-specific plans relevant to disaster recovery are listed in the respective RSF Annexes.

1.4 Scope

The ODRP is intended to be an all-hazards document that provides the state with a scalable recovery organization that can be implemented for incidents of varying levels of complexity. When an emergency impacts one or more parts of the state, the ODRP will be implemented at the direction of the governor or other official authorized by state law. Such occurrences may include natural, technological, or human-caused disasters and may impact one or more counties or regions. This plan is intended to guide the state's recovery operations while complementing and supporting the response and recovery plans and procedures of responding agencies, local and Tribal governments, special districts and other public, nonprofit/volunteer and private sector entities.

1.5 Plan Assumptions and Guiding Principles

The ODRP is based on the following **Plan Assumptions**:

- Disasters with varying levels of scale will occur in Oregon in both rural and urban settings and may take place in multiple locations simultaneously.
- A wide variety of natural and manmade disasters could occur across the state, and more recently, this has included mudslides, landslides, wildfires, debris flow, flooding, winter storms, etc.
- Multiple disasters or overlapping incidents may occur, requiring different operational response and recovery approaches.

- Depending on the scale and complexity of the disaster, and the capacity of the affected jurisdiction, local governments may request that the state provide additional support or manage specific aspects of recovery operations, while still maintaining local leadership and direction.
- Environmental, technological and civil emergencies may be of a magnitude and severity that require a request for federal assistance.

The State Recovery Action Plan is based on the following **Guiding Principles**:

- Initial recovery activities will be conducted concurrently with response, with a focus on life safety.
- Recovery is about restoring and revitalizing communities, with a focus on identifying opportunities to “build back better” after disasters.
- Recovery is a locally driven process with the state providing guidance, technical assistance and resources rather than directing recovery efforts.
- Coordination across the whole community, including local governments, special districts, utilities, businesses, nonprofits, volunteer and faith-based organizations, emergency services, disaster relief agencies and the public, is essential for effective recovery.
- The state recovery organization includes clearly defined roles and responsibilities, mobilizes based on the recovery phase (see Chapter 3: Recovery Concepts of Operation) and builds on Oregon’s existing recovery experience.
- All state entities involved in recovery efforts should be familiar with the NDRF and this plan and trained and experienced in operating under the NIMS/Incident Command System protocol.
- The plan must document the flow of federal resources, if any, through the state recovery organization to ensure effective delivery of service at the local and Tribal levels.

1.6 Equity Vision

Disasters can occur anywhere in the state, but their impacts are not felt equally. They exacerbate pre-existing inequities, making vulnerable communities more susceptible to long-term hardships. Disaster planning must account for disproportionately impacted communities, including socially vulnerable populations and those with access and functional needs, who may face greater barriers to recovery. A commitment to equity in recovery ensures that resources, assistance and decision-making processes are inclusive and responsive to the diverse needs of affected populations.

Equity-focused recovery efforts recognize that each disaster will have unique impacts based on the affected community’s social, economic and environmental conditions. Addressing disparities in recovery means prioritizing accessible and inclusive solutions, ensuring that physical infrastructure, communications, financial assistance and other critical services are

designed to meet the needs of all community members. The need for different RSFs will vary based on the type and location of the disaster, requiring intentional strategies that reduce systemic barriers and promote just community-led recovery efforts. Each RSF will incorporate equity considerations into its planning and operations and will tailor its support to meet the needs of underserved populations. Agencies may track and report key equity indicators around recovery efforts as relevant and feasible, such as the percentage of recovery funds that reach underserved populations. They may also use socioeconomic data to analyze recovery impacts and include equity outcomes in post-disaster reporting for continuous improvement.

2 Recovery Organization

2.1 State of Oregon Structure

Consistent with NIMS and ORS 401.032, disaster preparedness and recovery will be driven at the local level by local and Tribal Nation recovery organizations. The state's role will be to assist in readiness activities and recovery efforts when the required actions are beyond the capacity of the local jurisdiction where an emergency has occurred. This role will be fulfilled by the state recovery organization.

The state recovery organization is divided into an Executive Policy Group, which provides overall direction for the state's recovery effort, and a Coordinating Group, which organizes the resulting actions carried out by the state and its partners. The state recovery organization coordinates with the federal recovery structure and local and Tribal recovery organizations to harness federal and state resources in assisting with recovery.

2.1.1 Executive Policy Group

The Executive Policy Group provides direction and leadership during emergencies by setting recovery objectives and aligning funding and resource availability with executive and legislative requests necessary to support recovery operations.

The Executive Policy Group includes the Governor's Office Representative, the OEM Director and the lead state agency directors or their respective designees. The Executive Policy Group activates and then coordinates with the GDC and ERC to determine actions and strategies.

The Executive Policy Group is structured by the following articles of the Oregon Constitution, ORS and EOs:

- The Oregon Constitution, Article V, Section 1, establishes the governor as the state's chief executive.
- The Oregon Constitution, Article III, Section 2, gives the state's Legislative Assembly power to exercise budgetary control over executive and administrative officers and agencies.
- The Oregon Constitution, Article III, Section 3, authorizes the Legislative Assembly to establish a joint committee composed of members of both houses to provide for emergency allocations and authorizations of state funds in the interim between legislative sessions.
- ORS 401.035 establishes the governor as responsible for the emergency services system in the State of Oregon.
- EO 16-07 establishes the Governor's Disaster Management Framework, whereby the governor may activate the GDC and ERCs as policy entities directing the state's response and recovery efforts.

2.1.1.1 Policy Group Liaison

As needed, during disaster response and recovery operations, the Policy Group Liaison may be activated. The Policy Group Liaison is a member of the command staff who serves as the single

2. Recovery Organization

point of contact between the coordinating group and the Executive Policy Group. The Policy Group Liaison ensures that strategic-level and tactical-level responses are aligned and that information flows smoothly between both parties.

2.1.2 Coordinating Group

The Coordinating Group includes the Policy Group Liaison, State Disaster Recovery Manager (SDRM), Recovery Operations Section Chief (if activated), Emergency Coordination Center (ECC) Manager, Public Information, Finance and Administration, Logistics, Operations, and Planning and Intelligence Coordination Sections. It may also include other sections depending on the nature of the disaster. Members of this group are responsible for developing and implementing the recovery objectives (i.e., “Senior Leader’s Intent”) set by the Executive Policy Group using the tools and resources made available. The SDRM is responsible for overseeing the recovery program and for requesting any required additional resources or tools (statutory or funding) from the Policy Group as necessary to continue pursuing recovery efforts.

The Coordinating Group is structured by the following statutes and guidance:

- ORS 401.052 establishes OEM as the agency responsible for emergency prevention, preparation, response and recovery.
- ORS 401.054 requires key state agencies to establish a State Agency Liaison with OEM.
- The NDRF establishes a framework for coordination of the federal government’s recovery organization, including the roles of Federal Coordinating Officer (FCO) and Federal Disaster Recovery Coordinator (FDRC).
- The NDRF proposes corresponding roles at the local, Tribal and state levels.

2.1.3 Legislative Assembly

The Oregon Legislative Assembly, composed of the House of Representatives and the Senate, approves the allocation of state resources and defines in law the authorities of all state agencies under the Oregon Constitution. The Legislative Assembly is responsible for ensuring that the state’s laws and funding appropriations enable the executive branch to meet the needs of its people. In a recovery situation, the Legislative Assembly may be asked to specifically authorize or redirect state funds to support recovery efforts or may initiate such action at its behest.

2.1.4 Judicial Branch

In a recovery situation, the Judicial Branch maintains the responsibility to enforce the rule of law by deciding criminal, civil, family, and other types of legal disputes; interpreting and applying state and federal constitutions and statutes in case decisions; and holding hearings and trials throughout the state. Oregon’s Judicial Branch of government is a unified system of state circuit courts (trial courts), appellate courts (Oregon Supreme Court and Oregon Court of Appeals), and the Tax Court, as well as the Office of the State Court Administrator, all overseen by the Chief Justice of the Supreme Court. Together, these entities are known as the Oregon Judicial Department (OJD). The role of OJD is to ensure that all Oregonians receive fair and

2. Recovery Organization

accessible justice by providing due process (respecting all legal rights owed to a person), protecting individual rights, and preserving community welfare.

2.1.5 Governor's Office and Executive Branch

As the state's chief executive, the governor directs the state's response to an emergency. The governor has the authority to reallocate state resources to effectively conduct recovery, as allowed under state law. The Governor's Office is responsible for:

- Providing strategic guidance for state resources to prevent, mitigate, prepare for, respond to, and recover from incidents of all types.
- Requesting a presidential declaration under the Stafford Act when state capabilities are insufficient.
- Making, amending, or suspending certain orders or regulations associated with response and recovery efforts through executive orders under state law.

Oregon is a diverse state, and the needs of its diverse communities will vary based on geography, demographics, capability and culture. To the extent possible, the state will support recovery activities leveraging the existing regional framework established through the governor's Regional Solutions Program depicted in Figure 1: Regional Solutions Program.

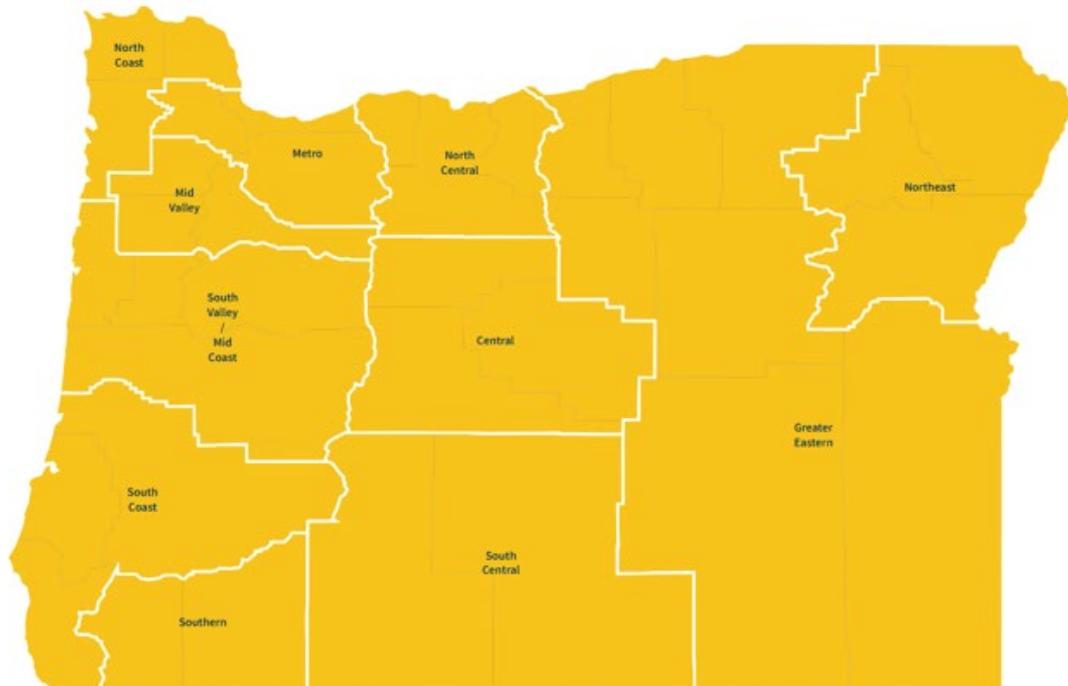


Figure 1. Regional Solutions Program

2. Recovery Organization

This program divides the state into 11 regions that each work to identify and support local community and economic development priorities and needs.

Within each of the 11 Regions, which are tied to Oregon's federally designated Economic Development Districts, a governor-appointed Advisory Committee sets regional priorities, and a cross-functional team of state agency staff works together to move projects forward.

Represented agencies include Business Oregon, Department of Environmental Quality (DEQ), Department of Land Conservation and Development (DLCD), Oregon Department of Transportation (ODOT) and Oregon Housing and Community Services (OHCS). Regional Solutions Coordinators, who are embedded in their communities and represent the governor in the field, work with Advisory Committees and teams to ensure effective state government support to local partners. Regional Solutions Coordinators serve as a conduit between the governor and local communities, playing an essential role in understanding the recovery needs of impacted communities and identifying solutions for the geographical area in which they serve. Regional Solutions Coordinators are appointed by the governor and, therefore, may change between gubernatorial administrations.

Other state agencies supporting response and recovery efforts through their programs and authorities may have a different geographical breakdown of regions in Oregon. OEM's regional coordinators can deploy and provide technical support and guidance to local and Tribal emergency management partners through all areas and phases of emergencies and disasters. They will often coordinate with the designated Regional Solutions Coordinator for that region before, during, and after an emergency. The collaboration among regional coordinators within and across the geographic regions in the state increases the state's ability to support the impacted jurisdiction(s). Information gathered by the regional staff will be communicated to the ECC Planning and Intelligence Coordination Section within the activated State ECC to support response and recovery operations and planning.

2.1.5.1 Governor's Authorized Representative (GAR)

The governor may designate one or more authorized representatives to act in the governor's position as the state's chief executive for disaster recovery efforts. The Governor's Authorized Representative (GAR) shall administer Federal disaster assistance programs on behalf of the State and local governments and other grant or loan recipients. Unless otherwise designated, the GAR is the Director of OEM and the Alternate Governor's Authorized Representative (AGAR) is the Deputy Director of OEM. The GAR and AGAR will perform the duties in accordance with the Code of Federal Regulations (44 CFR Part 206.41) and Oregon Revised Statutes 401.

2.1.5.2 Oregon Department of Emergency Management Director

In accordance with ORS 401.092, the Director of OEM is responsible for coordinating and facilitating exercises and training, emergency planning, preparedness, response, mitigation and recovery activities with the state and local emergency services agencies and organizations, and shall:

- Coordinate the activities of all public and private organizations specifically related to providing emergency services within this state.

2. Recovery Organization

- Maintain a cooperative liaison with emergency management agencies and organizations of local governments, other states and the federal government.
- Administer grants relating to emergency program management under ORS 401.305 Emergency management agency of city, county or Tribal government, and emergency services for the state.
- Serve as the GAR for the coordination of certain response activities and managing the recovery process.
- Establish task forces and advisory groups to assist the department in achieving mandated responsibilities.
- Enforce compliance requirements of federal and state agencies for receiving funds and conducting designated emergency functions.
- Provide for and staff the State Emergency Operations Center to aid the governor and the department in the performance of duties under this chapter.

2.1.5.3 State Resilience Officer (SRO)

Established by ORS 401.913, the SRO shall direct, implement and coordinate state resilience efforts within the Policy Group. The SRO shall act as an advisor to the governor or GAR for recovery efforts and coordinate with OEM on recovery policy.

2.1.5.4 Governor's Disaster Cabinet (GDC)

Executive Order 16-07 (EO 16-07) created the Governor's Disaster Management Framework to facilitate Oregon's response and recovery actions and to provide a flexible instrument for making recommendations to the governor for the provision of policy direction and coordination of response resources and recovery efforts. EO 16-07 Section 1 established the GDC, and it was amended by EO 18-29. The GDC, when activated by the governor, will provide recommendations to the governor regarding statewide priorities, allocation of limited state emergency resources, and use of monies and appropriate funds described in ORS 401.168 to help Oregon effectively respond to and recover from disasters. Once activated, the GDC will remain activated until the governor is satisfied, or the incident has passed.

Membership of the GDC will be comprised of 33 agency heads or their designees from agencies identified in ORS 401.054, supplemented by other agency representatives as needed. Once activated, the GDC will provide overall leadership and policy direction to the ECC. OEM will provide the GDC with regular briefings about the status of the incident and ongoing areas of concern. The GDC will coordinate with legislative leadership as needed to assess risk factors and facilitate solutions to ensure effective response and recovery capabilities and mitigate economic losses throughout Oregon.

2.1.5.5 Economic Recovery Council (ERC)

Upon finding that circumstances require extraordinary levels of assistance for emergency recovery, the governor may establish an ERC (or multiple regional ERCS) to advise and make

2. Recovery Organization

recommendations on the identification of recovery needs by geographic zones and economic priorities (IAW EO 16-07 Section 2).

The ERC will mirror the collaborative framework used on a day-to-day basis by Oregon's Regional Solutions program and Business Oregon and serve as the state's primary mechanism to address economic recovery priorities and promote and sustain healthy communities as described in the State's Disaster Recovery Plan for RSF 2 – Economic Recovery. The ERC shall be directed by the governor's Regional Solutions Director, OEM or other governor-designee and shall exist until the governor is satisfied that the state has recovered from the emergency.

2.1.5.6 State Coordinating Officer (SCO)

When a federal disaster declaration occurs, the governor will appoint an SCO (typically from OEM leadership) to oversee statewide response and recovery operations and to act as a liaison between state and federal authorities. Once appointed, the SCO has the authority to direct the Coordinating Group and to issue response and recovery objectives and priorities in alignment with the Policy Group's vision. The SCO will also oversee the transition from response to recovery.

2.1.5.7 Agency Directors

State agency directors are responsible for contributing their agency's resources to the efforts of the state recovery organization as directed by the governor or the OEM Director, within the limits of their legal authorities and available resources. Agencies identified under ORS 401.054 shall designate an individual to act as a liaison that has the authority during an emergency to allocate resources and assets of the agency and shall assist in the coordination of the functions of the agency.

2.2 Oregon State Emergency Coordination Center (ECC)

The ECC is the single point of contact for an integrated state response and initial recovery operation to support a local and Tribal disaster. The State ECC may be established physically or virtually when activated. The purpose of the ECC is to provide a centralized structure where state officials may coordinate activities and implement directions from the governor.

At the local (e.g., county, city) and Tribal government level, when day-to-day services or Community Lifelines have become compromised or threatened, local and Tribal authorities may determine the need to activate an Emergency Operations Center. If response and recovery operations are (or would likely be) beyond local capability, through authority provided under ORS 401.092, and as specified in the State EOP, the OEM Director or designee will activate the ECC. The ECC focuses on coordinating response and initial recovery efforts and is scalable based on incident needs. Initially, the ECC will focus on response operations and recovery planning (See [Chapter 3: Recovery Concept of Operations](#)). When the community lifelines have stabilized, the ECC will transition back to steady state, and the State Disaster Recovery Manager will coordinate state resources to support locally led and Tribally led recovery efforts. Figure 2 – FEMA Community Lifelines outlines the lifelines identified by the Federal Emergency Management Agency (FEMA) as the most fundamental services in a community that enable the

2. Recovery Organization

continuous operation of critical government and business functions and are essential to human health and safety or economic security.



Figure 2. FEMA Community Lifelines

2.2.1 Emergency Coordination Center (ECC) Manager

The ECC Manager provides direction within the ECC and ensures that response operations focus on the Policy Group's Intent. Once initial recovery efforts begin, the ECC Manager coordinates with the State Disaster Recovery Manager to ensure the appropriate transition from response to recovery activities. During an emergency, this position reports to the Executive Policy Group.

2.2.2 State Disaster Recovery Manager (SDRM)

Depending on the scale and impacts of the disaster, OEM's Disaster Recovery Program Manager will act as the State Disaster Recovery Manager. The State Disaster Recovery Manager may be appointed to support the disaster during response operations, plan for initial recovery operations, and coordinate state resources to support ongoing recovery efforts. The SDRM provides direction and control within the ECC for recovery operations, ensuring the appropriate RSF, state agency and non-governmental representatives are present. They will be responsible for approving RSF activations, providing leadership with a recovery operations briefing and approving the State Recovery Action Plan. This position reports to the Executive Policy Group and when required serves as the technical advisor to the ERC.

2.2.3 Recovery Branch Director

The Recovery Branch Director recommends the activation of RSFs to the State Disaster Recovery Manager. The Recovery Branch Director will assist with the initial coordination of the activated RSF(s) and will inform the development of the SRAP. The Recovery Branch Director is responsible for coordinating state resources to achieve the recovery strategic priorities provided by ECC Command and General Staff and the Executive Policy Group. The Recovery Branch Director reports to the Operations Section Chief and is responsible for ensuring coordination between response and recovery operations. For more information on recovery operations and the SRAP, see [Section 3.1. Phase Three: Recovery Operations](#). This position reports to the Operations Coordination Section Chief within the ECC while response and recovery activities are taking place simultaneously.

2.2.4 Recovery Operations Section Chief

Under Phase 2, the Recovery Branch Director position will transition into the Recovery Operations Section Chief (ROSC). The ROSC leads the coordination of activated RSFs and recovery operations once response activities have concluded for that incident. This position

2. Recovery Organization

ensures coordination and collaboration across state and federal partners to achieve the recovery strategic priorities provided by the Executive Policy Group. The primary tool to ensure communication, collaboration, and coordination across state agencies to support recovery operations is through the development and maintenance of the SRAP document. This position reports to the State Disaster Recovery Manager.

2.2.5 Operations Coordination Section Chief

Responsible for coordinating state resources to achieve the strategic priorities provided by the Executive Policy Group. The Operations Coordination Section Chief under the direction of the ECC Manager in collaboration with ESFs, identifies operational objectives to support local emergency responders to reduce the immediate hazard, save lives and property, and stabilize and re-establish Community Lifelines.

2.2.6 Planning and Intelligence Coordination Section Chief

Collects, analyzes, visualizes, and distributes incident information to understand the current situation and predict the probable course of incident events. Coordinates incident planning by utilizing existing deliberate plans to identify and document incident priorities and objectives and performs advanced planning to identify alternative strategies for the incident. Coordinates the collection of initial damage assessment information to inform if the incident qualifies for a federal emergency or major disaster declaration. Supports and coordinates initial recovery planning to assist the ECC transition from response to recovery.

2.2.7 Logistics Coordination Section

The OEM Logistics Team will continue to monitor the Crisis Management System for state, county, and/or Tribal requests. Once a request has been received, the logistics team should notify the Recovery Branch Director and assign it to the designated Recovery Support Function (RSF).

2.2.8 Public Information Officer

As needed, the Public Information Officer (PIO) may be appointed to support recovery operations, including after response operations have concluded. The PIO is responsible for collecting, coordinating, and distributing accurate and timely incident information to the public, media, legislators, local jurisdictions and cooperating organizations. To support disaster recovery efforts at the local, county, or Tribal level, they may provide public messaging updates around available resource programs, respond to public inquiries, and monitor public information to ensure accuracy. This position reports to the State Disaster Recovery Manager for recovery-related public information activities.

Information coordination and message alignment between local, Tribal, and state partners is critical to disaster response and recovery operations. Initial response messaging is used to push out critical, lifesaving information, while recovery messaging relays information about recovery resources available for disaster survivors and disaster site hazards in easily accessible ways.

The PIO is tasked with coordinating the agency's messaging and deliverables with the Office of the Governor to deliver accurate, cohesive information in a timely and effective manner. The

2. Recovery Organization

PIO may stand up a Joint Information System (JIS) to coordinate and manage public information with partners throughout the state. The JIS may establish or update a recovery website, develop frequently asked questions documents, and provide unified messaging in a centralized location to support individual and community recovery. As requested, the PIO may act as a technical advisor to support local and Tribal public messaging for recovery.

2.2.9 Recovery Planner

Depending on the complexity and level of coordination needed, the State Disaster Recovery Manager may request a Recovery Planner to assist with organizing recovery coordination meetings, support the development of the State Recovery Action Plan (SRAP), and provide other types of administrative support. This position reports to the Recovery Operations Section Chief.

2.2.10 Finance and Administration Coordination Section

As needed, the OEM Finance team may assist with state and/or federal recovery funding support to applicants of Federally Declared Disasters and State Declared Disasters.

2.2.11 State Agency Regional Staff

Similarly to the alignment of Regional Solutions, state agencies have designated State Agency Liaisons to provide agency subject matter expertise for the purposes of steady state operations and agency priorities. During recovery operations, RSFs will coordinate with these designated staff members to identify local and/or Tribal priorities and recovery needs. State agencies can use regional staff at their discretion to meet their unique mission objectives.

Please see the *RSF 1 Community Assistance Annex* that illustrates their role in leading state recovery efforts to support the counties and Tribal Nations within the geographic regions they cover.

2.2.12 State Recovery Support Functions (RSFs)

The RSFs are the organizing principle behind federal and state support to local and Tribal Nation recovery organizations (**Table 1: Recovery Support Functions**). RSFs mobilize the authorities and expertise of multiple state agencies under a single Coordinating Agency to streamline a multi-agency effort that ensures delivery of state support. Agencies and their directors are responsible for contributing their agency's resources to the efforts of the state recovery operations as requested by the governor, OEM Director or SCO (in the case of a Federal Disaster Declaration), within the limits of their legal authorities and available resources. Each RSF includes participating agencies, designated as such due to the frequency and degree of involvement in the RSF's scope of operations.

2.2.12.1 Coordinating Agencies

Coordinating Agencies have statutory authority, technical expertise, resources and are responsible for ensuring that the RSF serves its purpose during the activated states. **Table 1: Recovery Support Functions** illustrates the agencies typically assigned as the Coordinating Agency for a specific RSF, but these are subject to change based on the specific needs of a disaster. OEM will work with the coordinating agencies of each RSF to lead periodic annex

2. Recovery Organization

reviews and updates and to encourage participation in training and exercise events for all coordinating and participating agencies.

2.2.12.2 *Participating Agencies*

Each RSF is comprised of multiple state agencies that have a role to play in that RSF's mission, known as participating agencies and organizations. The appointed RSF Coordinating Agency will work with participating agencies and organizations to address the specific needs of a community following an incident. Participating agencies and organizations may not be necessary for every incident. State recovery coordination may also include organizations outside of state agencies. Pre-identified coordinating and participating agencies are listed within each RSF Annex.

Participating agencies are requested to support periodic RSF annex reviews and updates in coordination with OEM and the RSF coordinating agencies.

Table 1: Recovery Support Functions

Recovery Support Function	Coordinating/Participating Agencies and Mission Statements
RSF 1 Community Assistance	<p>Coordinating Agency: Oregon Department of Emergency Management</p> <p>The mission of RSF 1 Community Assistance is to integrate federal, state and non-governmental resources to assist planning and capacity building at the local (e.g., city/county/special district) and Tribal government level before, during and after disasters.</p> <p>Participating Agencies: DLCD, BizOR, DCBS, OHA, OSFM, ODHS, OHCS, DEQ, DAS, ODF, DOGAMI, DOJ, Regional Solutions Team, DSL, ODOT, PUC, ODOE</p>
RSF 2 Economic Recovery	<p>Coordinating Agency: Business Oregon</p> <p>The mission of RSF 2 Economic Recovery is to integrate the expertise of state agencies to facilitate the efforts of local (e.g., city and county) governments and Tribal governments to sustain and rebuild businesses and to develop economic opportunities that result in sustainable and economically resilient communities after natural and human-caused disasters.</p> <p>Participating Agencies: DCBS, DAS, Employment Department, ODOE, DEQ, ODF, HECC, OSMB, PUC, Regional Solutions Team, SoS, DSL, Travel OR</p>
RSF 3 Health Services	<p>Coordinating Agency: Oregon Health Authority</p> <p>The mission of RSF 3 Health Services is to support locally led recovery efforts to prepare and restore public health, health care, human services and behavioral health networks to promote the resilience, health and well-being of affected individuals and communities in accordance with state and federal laws.</p> <p>Participating Agencies: ODA, DAS, ODHS, OMB</p>
RSF 4 Human Services	<p>Coordinating Agency: Oregon Department of Human Services</p>

2. Recovery Organization

Recovery Support Function	Coordinating/Participating Agencies and Mission Statements
	<p>The mission of RSF 4 Human Services is to support Oregon's diverse local (city and county) and Tribal governments with a focus on restoring essential human services following a disaster.</p> <p>Participating Agencies: OHA, DAS, OHCS, ODVA, DLCD</p>
RSF 5 Disaster Housing	<p>Coordinating Agency: Oregon Housing and Community Services</p> <p>The mission of RSF 5 Disaster Housing is to support intermediate and long-term housing solutions, and rehabilitation and reconstruction of destroyed and damaged housing. The coordination of resources at all levels of government is critical when addressing disaster recovery housing issues and ensuring a whole-community approach to recovery. The mission prioritizes equity, accessibility and collaboration with local organizations to address the unique risks and needs of Oregon's diverse communities.</p> <p>Participating Agencies: ODHS, OHA, DLCD, REA, ODVA, DAS, BOLI, DCBS, DOC, OYA, OSFM, BizOR</p>
RSF 6 Infrastructure Systems	<p>Coordinating Agency: Oregon Department of Emergency Management</p> <p><i>(Depending on the nature of the disaster, a participating agency may be designated as the coordinator to facilitate recovery efforts.)</i></p> <p>The mission of RSF 6 Infrastructure Systems is to provide support to local and Tribal governments for the rehabilitation and reconstruction of impacted infrastructure systems through coordinated delivery of state and federal resources while supporting long-term infrastructure mitigation that highlights the use of new, accessible and permanently resilient infrastructure systems.</p> <p>Participating Agencies: ODOT, OEM SWIC, ODOE, PUC, DEQ, DAS, ODA, BizOR, DCBS, DOC, ODE, OSFM, DSL, WRD, DOGAMI</p>
RSF 7 Natural and Cultural Resources	<p>Coordinating Agency: Oregon Department of Environmental Quality</p> <p><i>(Depending on the nature of the disaster, a participating agency may be designated as the coordinator to facilitate recovery efforts.)</i></p> <p>The mission of RSF 7 Natural and Cultural Resources is to integrate federal and state resources and capabilities to support county, city and Tribal governments in addressing long-term recovery and resiliency needs for natural and cultural resources following disasters. The mission aims to preserve, conserve, rehabilitate and restore natural, cultural and historic properties and resources in alignment with post-disaster community priorities and in compliance with environmental and cultural resources laws.</p> <p>Participating Agencies: DAS, ODA, ODE, ODOE, ODFW, ODF, DOGAMI, DLCD, OSU Extension, OPRD (OPRD SHPO), SoS, OSP, WRD, OWEB</p>

2.2.12.3 Task Forces

Task Forces are organizational units for recovery that are formed on an as-needed basis when coordination falls outside of a RSF's mission, and a more targeted coordinated approach is needed to address specific issues. The ECC Manager and State Disaster Recovery Manager have the authority to create a task force for any situation needed to ensure coordination and/or expedite the response and recovery process. Examples of state-led task forces established in past incidents include a debris management task force, a water/wastewater task force, and a sheltering and housing task force.

Case Study #1: 2020 Debris Management Task Force

The wildfires that impacted Oregon in 2020—known as the 2020 Labor Day Wildfires—burned more than 1.2 million acres of land, destroyed upwards of 5,000 homes and businesses, and claimed nine lives, producing the most destructive sequence of simultaneous wildfires in the state's history. In response, partners from the Oregon Department of Transportation, Oregon Department of Environmental Quality, OEM, FEMA, and U.S. Army Corps of Engineers convened a meeting on September 19, 2020, to discuss debris removal operations and establish a Task Force to manage and coordinate hazardous tree and debris removal operations on state and private lands.

2.2.12.4 State Boards and Commissions

State boards and commissions range in their responsibilities and resources. Examples may include the Public Utility Commission of Oregon (RSF 6 Infrastructure Systems) or the Oregon State Marine Board (RSF 2 Economic Recovery). They operate as a part of their related RSFs, but this plan does not provide an exhaustive list of possible state boards and commissions that may be incorporated into recovery operations.

2.2.12.5 Businesses, Industry and Non-Governmental Organizations

Businesses, industry and non-governmental organizations (NGOs), as well as residents and/or Tribe members, are all highly vested parties in the recovery process. Recovery efforts should focus on helping the whole community restore and revitalize their pre-disaster activities through a combination of restoring public services and mitigating future risks. Recovery efforts should include building relationships with the business and industry community in reestablishing community operational rhythm such as clearing access to roads and bridges that provide supplies and resources to critical infrastructure partners. Including business and industry partners in planning, response and recovery efforts ensures whole-community engagement. NGOs and individuals may also provide invaluable support to the recovery effort, assisting each other and local and Tribal governments, utilities and special districts in restoring services and economic activity.

2.3 Tribal Roles

Tribal governments represent individual sovereign nations recognized by the federal government. In alignment with ORS 182.164(3), the State of Oregon has established relations with all nine federally recognized Tribal Nations within the state (see Figure 3 – Oregon Tribal

2. Recovery Organization

Nation Locations). As representatives of sovereign nations, Tribal Nation recovery organizations may elect to interact primarily with either the state or federal government representatives, or with both. This flexibility allows Tribal Nations to choose the most effective pathway for coordinating recovery efforts based on the specific needs of their communities. While some Tribal Nations may work directly with FEMA to access federal disaster assistance, others may collaborate with the state to streamline resources and recovery operations. These government-to-government relationships ensure that Tribal Nations have the support necessary to respond to and recover from disasters while maintaining their sovereignty and self-determination.

Figure 3. Oregon Tribal Nation Locations



2.3.1 Tribal Chief Executive

The Tribal chief executive is typically an elected official, and is usually called a chairman, chairwoman, or chairperson, but may also be called a principal chief, governor, president, mayor, spokesperson, or representative. These officials represent the citizens and/or members of their jurisdictions and typically control the resources at the disposal of their Tribe. A Tribal Nation's legislative body is usually called a Tribal council, a village council, or a Tribal business committee. It is comprised of Tribal Nation members who are elected by eligible Tribal Nation

2. Recovery Organization

voters. In some Tribal Nations, the council is comprised of all eligible adult Tribal Nation members. Although some Tribal Nations require a referendum by their members to enact laws, a Tribal council generally acts as any other legislative body in creating laws, authorizing expenditures, appropriating funds and conducting oversight of activities carried out by the chief executive and Tribal government employees. An elected Tribal council and chief executive, recognized by the Secretary of the Interior, have the authority to speak and act for the Tribal Nation as a whole, and to represent it in negotiations with federal, state and local governments.

2.3.2 *Tribal Declaration*

The governing body of a federally recognized Tribal government may declare that a state of emergency exists for the Tribal Nation. A Tribal state of emergency allows the Tribal government to enact emergency procedures to carry out activities to minimize, respond to or recover from an emergency. Tribal governments may seek a proclamation from the governor declaring a state of emergency by providing a written certification to OEM that the Tribal government has expended all local resources and the status of a preliminary assessment of property damage or loss, injuries and deaths.

The Sandy Recovery Improvement Act of 2013 provides federally recognized Indian Tribal governments the option to seek assistance and a major disaster declaration through the Stafford Act independently of a state or through a state declaration, as a recipient or subrecipient. While the Tribal Government might make the determination to seek federal assistance without the state, the Tribal Government may continue to work with OEM to offer technical assistance.

2.3.3 *Tribal Coordination Officer (TCO)*

The TCO serves as the primary liaison between the state and federally recognized Tribal Nations during disaster recovery. The TCO supports coordination of resources and facilitates access to state and federal programs and helps integrate Tribal Nation input into all phases of recovery.

2.3.4 *Tribal Disaster Recovery Coordinator (TDRC)*

The TDRC has a Tribal Nation-specific role and may engage directly with state and federal recovery organizations, as well as neighboring local jurisdictions. All nine federally recognized Tribal Nations in Oregon have established intergovernmental relationships with the state. The geographic scope of Tribal operations varies, with some Tribal Nations managing lands across multiple counties and maintaining working relationships with adjacent local governments and special districts.

Tribal Nations do not need to appoint a TDRC but may choose to appoint one to facilitate recovery activities. The TDRC objectives and partnerships align closely with other recovery coordinators, but their level of authority is comparable to that of a ROSC. As sovereign entities, each Tribal Nation determines if a TDRC is activated, who will serve as the TDRC, and how they will coordinate with non-Tribal governments during disaster recovery.

2.4 Local Jurisdiction Roles

Local recovery organizations interact with the state, which coordinates the distribution of state and federal resources. Local recovery organizations may consist of one or multiple local governments, as well as special districts, utilities, businesses, NGOs and individual community members.

2.4.1 City or County Emergency Declarations

Per ORS 401.309, the governing body of a city or county, by ordinance or resolution, may declare that a local state of emergency exists within the city or county. A local state of emergency allows the jurisdiction to enact emergency procedures to carry out activities to minimize, respond to or recover from an emergency. Counties may seek a proclamation from the governor declaring a state of emergency by providing a written certification to OEM that all local resources have been expended and a preliminary assessment has been done for property damage or loss, injuries and deaths. Cities must submit requests for a governor's declaration through the governing body of the county in which most of the city's property is located (ORS 401.165(2)).

Typically, local recovery organizations will be coordinated by the local government that holds primary jurisdiction (city or county). In cases where multiple incorporated and/or unincorporated communities are involved in disaster recovery, the local recovery organization will typically be headed by the county.

2.4.2 Elected and Appointed Officials

Through the support of PIOs, OEM keeps Tribal, city, and county elected and appointed officials informed of state recovery efforts. OEM responds to requests for information and assistance from elected and appointed officials such as the status of damage assessments, federal disaster declaration requests, and recovery resources. Elected and appointed officials are responsible for gathering information and providing it to their constituents and individuals they report to in a timely and effective manner. As elected and appointed officials, disaster impacted community members often look to them as a source for reliable and trusted recovery information and can raise concerns or issues.

2.4.3 Voluntary and Community Organizations Active in Disaster (VOAD and COAD)

Many volunteer- and faith-based organizations such as the American Red Cross and the Salvation Army, and community-based organizations such as local food banks, social services organizations and housing providers play a crucial role in disaster recovery by coordinating the efforts of nonprofit, faith-based and community organizations to provide essential services and support to communities before, during and after disasters. Voluntary Organizations Active in Disaster (VOADs) help fill gaps in response and recovery by offering resources such as financial assistance, shelter, food, medical aid, debris removal and emotional support. By fostering collaboration among various organizations, VOADs ensure that assistance is delivered efficiently and equitably, complementing government-led recovery efforts and strengthening community resilience.

2. Recovery Organization

Like VOADs, Community Organizations Active in Disaster (COADs) are coalitions of individuals and organizations from governmental and non-governmental agencies, private and nonprofit sectors, faith-based community, civic groups and associations, all working together before, during and after a disaster to provide support within their community or geographic area.

COADs leverage the strong partnerships made before a disaster or emergency occurs to support one another and their community during times of need. Each organization maintains its own individual authority to provide resources or services to the impacted community, while using the power of partnerships made pre-disaster to cooperate, coordinate, communicate and collaborate.

2.4.4 Long-term Recovery Groups (LTRGs)

Long-term Recovery Groups (LTRGs) are often established at the local level following a disaster that significantly impacts a community. LTRGs serve the vital role of leading or guiding local community recovery efforts and individual recovery efforts. A key function of an LTRG is to employ disaster case managers who work directly with disaster survivors to address unmet needs. Unmet needs may be goods, services, or other items that are not covered by insurance, governmental or non-governmental recovery resources, or that exist as a remaining gap for the survivor. LTRGs typically consist of local government officials and representatives of local government agencies, nonprofit organizations, voluntary organizations, faith-based organizations, community-based organizations and private sector representatives. These agencies, organizations and businesses all work collaboratively to maximize assistance for individuals and families as they recover from disaster. LTRGs should always be locally led and state supported. LTRGs function best when state and local governments provide direct and indirect

Case Study #2: Lincoln County LTRG

Lincoln County Long-Term Recovery Group (LTRG) was established following the devastating Echo Mountain Complex Fire of September 7, 2020, which destroyed more than 250 homes. When state and federal agencies demobilized, the LTRG stepped in to coordinate all the agencies and partners involved in recovery.

The group's primary function was to convene the Unmet Needs Roundtable, which brought together nonprofits, faith-based groups, and philanthropic partners to meet critical gaps in ongoing community needs. Through this process, the LTRG directed over \$500,000 in private funding to ensure families could return to pre-disaster stability.

The LTRG facilitated the Disaster Case Management Committee and the Spiritual Care Committee. In addition to these two committees, they secured grant funds, assisted with housing needs, led ongoing debris removal efforts with voluntary groups and coordinated with other state agency programs.

By focusing on coordination above all else, the LTRG became the backbone of recovery after state and federal agencies demobilized. Its leadership ensured survivors had access to fair, consistent, and effective support from housing to emotional care while avoiding duplication of services.

Director of the Lincoln County COAD/LTRG

2. Recovery Organization

support but are not in any leadership or decision-making positions. The state can provide technical assistance and support in establishing LTRGs and connecting them to mentors and resources across the nation.

2.4.5 Local Disaster Recovery Manager (LDRM)

The Local Disaster Recovery Manager (LDRM) coordinates the day-to-day actions of the local recovery organization, facilitating cooperation between the cities, counties, special districts, utilities and NGOs. The role could be filled by a city manager or another prominent local official, or individual or local governments may hire an LDRM based on the severity of the disaster and funding availability.

Case Study #3: Lane County Recovery – LDRM

On September 7, 2020, the Holiday Farm Fire quickly burned through the communities of Blue River, Vida, Nimrod and Leaburg—a 20-mile stretch along the McKenzie River. More than 500 homes were destroyed. The small community of Blue River alone lost nearly 150 homes, small businesses and public services like the library, post office, and fire station.

In response to the 2020 Holiday Farm Fire, the Oregon Legislative Emergency Board appropriated \$2 million to Business Oregon (known as the Municipal Wildfire Assistance Program (MWAP)). Lane County used a portion of these funds for the purposes of *wildfire resiliency planning*, which funded a long-term recovery manager to coordinate all aspects of recovery and support unincorporated communities in recovery management and decision making. This position allowed Lane County and its fire-affected small communities to collaboratively form recovery priorities, articulate needs, pursue resources and manage project implementation.

The LDRM interacts with RSFs and with the ROSC as necessary to ensure the flow of critical resources and information to the appropriate local partners. The LDRM directs recovery resources flowing from state and federal sources to their appropriate recipients and helps ensure that administrative requirements for receiving any assistance are met, in coordination with the appropriate state or federal entity. Based on the scale and complexity of disasters, long-term recovery project implementation and coordination takes years. The LDRM position is critical to oversee recovery project implementation and ensure ongoing coordination between state, federal, county, city, and non-governmental partners.

2.5 Federal Roles

Federal agencies may be involved in the activities of state RSFs through multiple avenues, including their statutory authorities, ongoing steady state programs, established partnerships and regional offices. FEMA Region 10 has Interagency Recovery Coordination (IRC) staff that can provide support pre-disaster and during events without a federal declaration. The federal coordination structure is fully activated when a disaster declaration is issued, based on need.

The coordinating group in the federal response and recovery organization is described by the National Response Framework (NRF) and the NDRF. Federal recovery policy is ultimately the responsibility of the President of the United States and the United States Congress.

When FEMA supports disaster recovery, it designates key individuals to represent the agency in the impacted area. Three critical field roles carry significant responsibilities: the FCO and FDRC, who serve as primary field leaders upon deployment, and the Federal Disaster Recovery Officer (FDRO), who leads the coordination among federal interagency partners and collaborates closely with the FCOs and FDRCs.

2.5.1 *Federal Coordinating Officer (FCO)*

For emergency and major disaster declarations under the Stafford Act, the president appoints an FCO to implement an operational coordination structure in close collaboration with state, Tribal and local response, along with recovery leadership. The FCO serves as the counterpart to the lead state or Tribal Nation response official and has primary responsibility for coordinating federal disaster response and recovery support to the whole community in accordance with the NRF, NDRF and Federal Interagency Operational Plans. The FCO leads the Joint Field Office (JFO), the central location for coordination of federal, state, Tribal and local governments, and NGO resources.

2.5.2 *Federal Disaster Recovery Coordinator (FDRC)*

In complex missions, an FDRC may be assigned to lead recovery coordination efforts across the federal interagency through the IRC and FEMA programs. The FDRC is the federal counterpart to the lead state and Tribal Nation recovery officials and integrates the IRC team into the JFO. The FDRC serves as the primary conduit for recovery information, helping affected communities establish recovery goals while addressing interagency opportunities, challenges and gaps at the senior level.

2.5.3 *Federal Disaster Recovery Officer (FDRO)*

The FDRO, under the leadership of the FCO or FDRC, leads the IRC mission and is the primary contact for federal interagency recovery partners. The FDRO engages affected Tribal Nations, state and local governments to understand their recovery priorities and coordinate the delivery of federal recovery support. The FDRO coordinates RSF mission priorities, enhances situational awareness and reporting across recovery operations, organizes daily disaster recovery activities, facilitates the development of a Recovery Needs Assessment, and supports the development and implementation of a comprehensive recovery strategy. The FDRO will work with the ROSC to convene recovery coordination meetings, contribute to the SRAP and align the federal RSFs with state RSFs.

2.5.4 Interagency Recovery Coordination (IRC)

The mission of the IRC is to help Tribal Nation, state and local governments achieve their recovery outcomes effectively, efficiently and fairly. When activated by the FCO after a major disaster declaration, the IRC mobilizes federal agencies and non-federal partners to collectively identify community recovery needs, set priorities and implement solutions to achieve recovery outcomes. The goal of the IRC mission is to convene federal inter-agency and non-federal resources to help Tribal, state and local governments navigate the complex recovery landscape, including identifying unmet needs, gaps and recovery priorities. Additionally, the IRC guides communities through the range of available support from federal agencies, academia, nonprofit organizations, NGOs, VOADs/COADs, and business and industry partners.

2.5.5 Federal Recovery Support Functions (RSFs)

Federal RSFs are led by a federal coordinating agency, designated based on its expertise and resources, and include federal agencies and organizations with relevant capabilities. Other departments, agencies and organizations may also participate in a federal RSF's mission as needed. These agencies work together within and across RSFs to address the needs of the community and ensure a comprehensive approach to disaster recovery. While higher-level coordination between the state and federal organizations will typically take place at the SCO/FCO or ROSC/FDRC level, day-to-day actions, as well as information and resource sharing, may take place directly between federal and state RSFs.

Federal RSFs will align with Oregon's state RSFs, based on the needs jointly identified by state and federal leadership, and can provide in-person or virtual support based on the request of the SCO/ROSC. RSF staff and assets may deploy to support interagency coordination and cross-cutting projects identified by the community's recovery priorities. Federal RSF support can be requested individually or collectively to address the critical needs of the community, including direct agency mission assignments based on disaster recovery needs. Disaster recovery support may scale up later in the recovery continuum depending on what services RSFs provide and when the affected community is ready to receive that assistance.

3 Recovery Concept of Operations

3. Recovery Concept of Operations

3.1 Recovery Continuum

OEM and other recovery partners coordinate throughout all stages of disaster response and recovery. Figure 4 Recovery Continuum illustrates the general progression of disaster recovery over time, beginning with ongoing preparedness efforts and continuing through post-disaster recovery and resilience-building activities. The recovery continuum demonstrates the overlapping and evolving nature of recovery phases, from immediate lifeline stabilization and short-term recovery to longer-term implementation efforts that may extend over months or years. It also emphasizes the importance of integrating pre-disaster planning, continuous monitoring and mitigation strategies throughout the entire cycle.

The Oregon Disaster Recovery Continuum is a structured framework that guides disaster recovery efforts across the state. The recovery continuum includes pre-disaster recovery planning and preparedness efforts and three key post-disaster recovery phases described in further detail within this section.



Figure 4. Recovery Continuum

Preparedness: Focuses on recovery planning and capacity-building before a disaster occurs. This stage ensures communities and agencies are ready to respond and recover effectively.

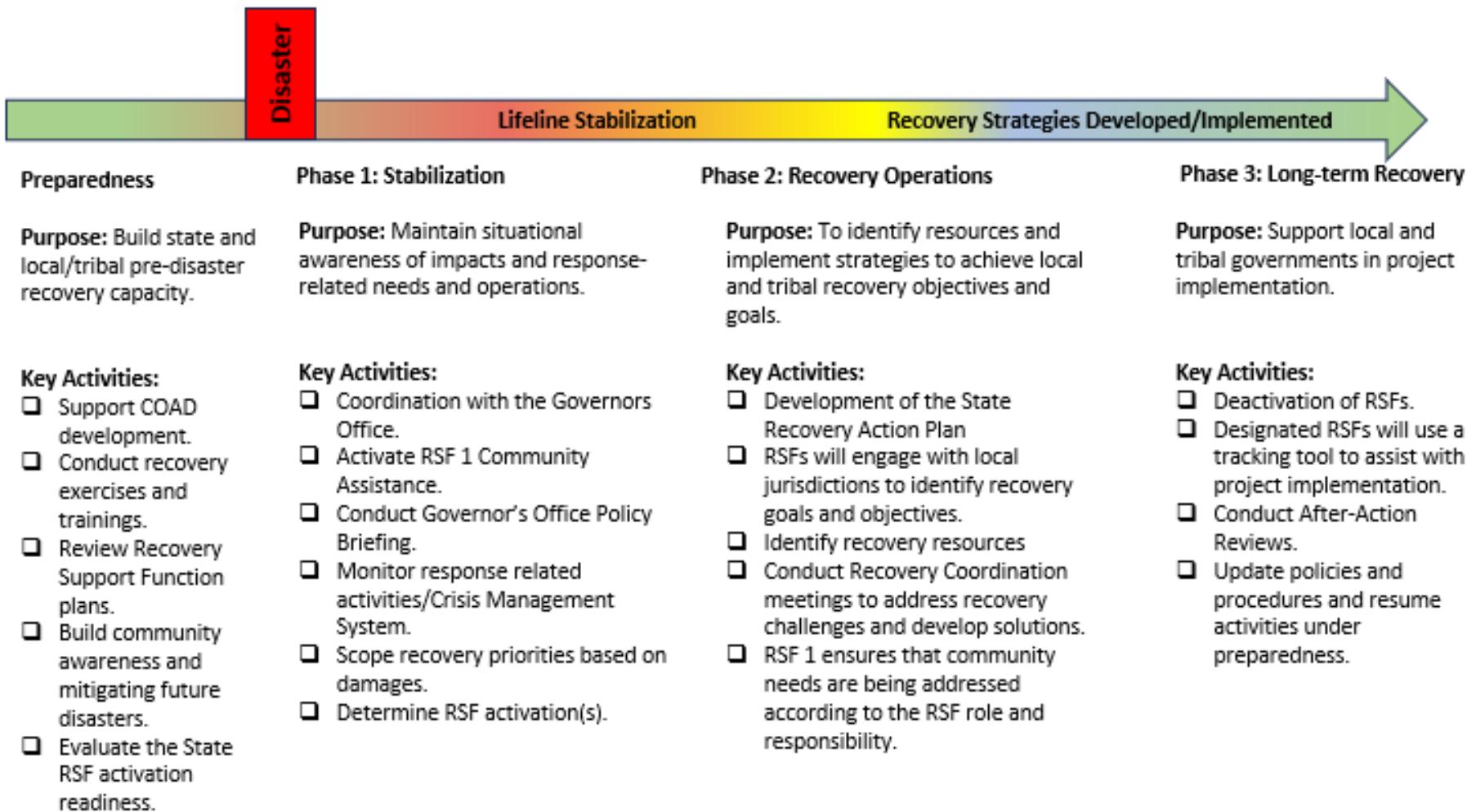
Phase One: Stabilization, achieved through immediate actions taken to stabilize the situation by coordinating incident response and initial recovery efforts. The State ECC is activated, and response and recovery activities are occurring concurrently.

Phase Two: Recovery Operations, where coordination of state resources to support recovery operations take place, including working with local and Tribal jurisdictions on confirming recovery priorities, the community lifelines have stabilized, and the recovery operational structure has adjusted accordingly.

Phase Three: Long-term Recovery, which emphasizes rebuilding, economic restoration and strengthening resilience for future disasters. RSFs have been deactivated, and recovery activities are complete or have been transitioned to individual state agency responsibilities.

3. Recovery Concept of Operations

Phases 1-3 provide a high-level summary of disaster recovery operations conducted by the State of Oregon. For more detailed information on RSF-specific roles and responsibilities as they relate to the Recovery Continuum, please refer to the RSF Annexes.

Figure 5. Recovery Continuum Activities

3. Recovery Concept of Operations

3.1.1 Preparedness

3.1.1.1 Purpose

Pre-disaster preparedness activities increase the ability of the state, local and Tribal jurisdictions to conduct post-disaster recovery operations and increase community resilience to disasters. Before a disaster occurs, relationships and capacity are being built within and across RSFs and with local, federal, Tribal and non-governmental partners. The Preparedness timeframe enables Oregon to continuously improve its plan for supporting recovery efforts after disasters.

3.1.1.2 Key Activities

Disaster preparedness is coordinated on an ongoing basis and occurs both before and after incidents. The Oregon Comprehensive Emergency Management Plan Volume II – Preparedness Plan provides requirements and guidance for each step of the emergency preparedness cycle, including planning, organization, training, exercise, and evaluation and improvement. Pre-disaster recovery planning and preparedness efforts within the whole community may include participating in or establishing a COAD and strengthening relationships, developing agreements and contracts to support disaster relief and recovery work, writing, updating, reviewing, and exercising disaster recovery plans, training personnel in recovery positions, and building capacity to respond to the recovery needs of an incident.

In support of preparedness and coordination of all RSFs, OEM will:

- Manage RSF annex document formatting and records retention
- Maintain contact rosters and distribution lists for: Coordinating Agencies (all), each RSF
- Develop and provide exercise opportunities to RSF partners
- Set-up and manage meeting invitations for annex updates with project management support every two years
- Facilitate RSF document changes identified through AARs (with final approval from the Coordinating Agency)

Coordinating/Participating Agencies will support RSF preparedness by:

- Actively participate in trainings and exercises.
- Providing subject matter expertise in alignment with statutory and regulatory authorities.
- Conducting annex reviews of documents maintained by OEM every two years.

3.1.1.3 Coordination with Tribal Nations and Local Governments

During steady state, OEM leads state collaboration with local and Tribal governments to strengthen disaster recovery preparedness. This includes supporting the development of local and Tribal recovery plans, providing technical assistance and training, and promoting coordination across RSFs. OEM also works to build relationships with local and Tribal partners,

3. Recovery Concept of Operations

identify recovery resources available to help locally led recovery efforts, and help ensure that local and Tribal recovery planning is inclusive, community-driven and aligned with state and federal frameworks.

3.1.1.4 Transition to Phase One Criteria

While Preparedness is ongoing across the state, Phase One (Stabilization) of the Recovery Continuum typically begins when an emergency occurs, and the ECC is activated at a Level 3 (ECC Regional Response) or greater*.

**The state has established four Operational Status Levels, referred to as Status Levels within the ECC. For additional details, see the Oregon Comprehensive Emergency Management Plan Volume III – Emergency Operations Plan.*

3.1.2 Phase One: Stabilization

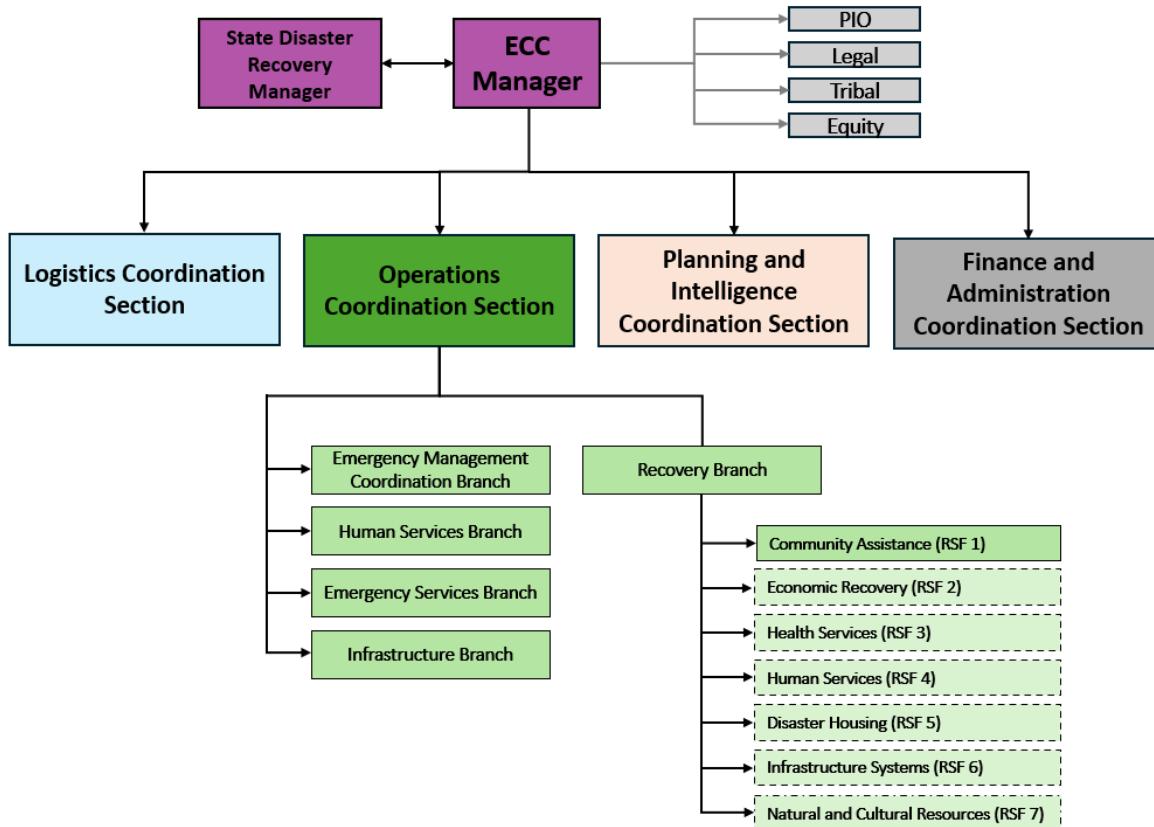


Figure 6. Phase One: Stabilization – ECC response and recovery organization.

3.1.2.1 Purpose

During Phase One: Stabilization, the State ECC is activated and ESFs are coordinating resources to support stabilization efforts of the Community Lifelines. See *Volume III – State EOP of the Oregon Comprehensive Emergency Management Plan* for additional details.

3. Recovery Concept of Operations

The recovery staff in Phase One are focused on gaining situational awareness, documenting disaster impacts, identifying recovery needs and defining the necessary recovery structure to support those needs. Recovery operations are initiated within the Recovery Branch of the Operations Coordination Section and coordinated through RSF 1 – Community Assistance.

3.1.2.2 Key Activities

Detailed below are the various activities that may take place during Phase One.

Emergency Coordination Center Activation

During Phase 1, the ECC is activated at a Level 3 or greater to coordinate with the county and Tribal jurisdictions for requested resources and oversees disasters from the lens of both response and recovery. While ESFs are focused on lifeline stabilization, recovery staff are focused on identifying the implications of the disaster's impacts on the community. Based on the verified impacts and needs, recovery staff determine which recovery resources may be needed to restore, repair, and rebuild the community.

The ECC Planning Coordination Section is responsible for creating the Policy Briefing for the Executive Policy Group. Policy Briefings provide a high-level summary and update of response coordination activities within the ECC and how they are achieving the strategic priorities set by the Executive Policy Group. The Recovery Branch Director and the SDRM will work with the ECC Planning Coordination Section to include a recovery snapshot or update for inclusion in the Policy Briefing. Policy Briefings help inform leadership of the types of programs that could be established or may need to be requested to support initial and long-term recovery.

The Policy Group Liaison will coordinate with the Director of Regional Solutions within the governor's office. The purpose of this coordination is to avoid duplication of effort, allow for information sharing, and for ECC to understand local and Tribal governmental priorities.

The ECC Planning Coordination Section will support initial recovery operations by collecting Essential Elements of Information (EEIs), and by developing and distributing situational reports, ECC email briefings, and other products. Through the ECC Operations Coordination Section, recovery will support the ECC Planning Coordination Section by contributing information to develop a common operating picture and by maintaining communication. This will ensure the ECC Planning Coordination Section remains the centralized point for information flow, providing transparency and avoiding confusion across sections.

Response/Stabilization Responsibilities

Response / Stabilization activities may include:

- Mass care and sheltering.
- Removal of debris on primary transportation routes.
- Temporarily restoring or permanently repairing or replacing critical infrastructure systems, including energy, communications, transportation, and water systems.
- Supporting businesses with temporary infrastructure.

3. Recovery Concept of Operations

- Providing ongoing surveillance and response to the public health impacts of a disaster.
- Identifying those in need of emotional/psychological support.
- Providing emergency and temporary medical care.
- Identifying hazardous materials and implementing programs and procedures to collect, dispose of, and mitigate harm to the public and the environment.
- Assessing and understanding risks and vulnerabilities to mitigate impacts.

Emergency Coordination Center - Recovery Coordination

During or immediately after an emergency, ESFs may be actively engaged in responding to the incident. If the ECC is activated, the State Disaster Recovery Manager will engage with the Emergency Coordination Center Manager for situational awareness.

Coordination of activated RSFs in Phase One while response operations are still underway will occur through the established Recovery Branch under the Operations Coordination Section and within the Recovery Planning Unit, if activated, under the Planning and Intelligence Coordination Section. Activated RSFs will report within the Recovery Branch structure to the Recovery Branch Director. The Operations Section Chief reports to the ECC Manager who will continue to inform the State Disaster Recovery Manager of ECC operations to ensure recovery is coordinated with response activities. Figure 6 depicts a general outline of how response and recovery operations occur concurrently within the ECC. The ECC Manager, in coordination with the State Disaster Recovery Manager, will organize the response and recovery structure based on the needs of the incident.

RSF 1 Initial Activation

At the onset of a disaster, OEM and other applicable state, federal and local agencies will be primarily focused on stabilizing life safety and property. In conjunction, RSF 1 Community Assistance will be preemptively activated to begin assessing recovery needs based on disaster impacts. This initial activation allows for the preparation of recovery activities from existing recovery programs (and future recovery programs) based on findings from initial damage assessments and impacts. The intent is to immediately begin scoping recovery operational needs (See Figure 6).

This work will take place in coordination with the Recovery Planning Unit, if activated, within the ECC Planning Coordination Section. For additional details on the Recovery Planning Unit, see the Oregon Comprehensive Emergency Management Plan Volume III - State EOP. In the absence of a Recovery Planning Unit, RSF 1 will provide the ECC Planning Coordination Section with damage assessment information and recovery activities to support a common operating picture for state response and recovery operations.

RSF Activation

As previously stated, RSF 1 Community Assistance is responsible for coordinating support for all initial impact assessments needed at the local level (e.g., damage and impact, natural hazards) as well as service-level assessments (e.g., health, behavioral health, and economic) and will help

3. Recovery Concept of Operations

inform RSF activations. Once an emergency has occurred within a community and based on the known extent of damage, the Recovery Branch Director will recommend the activation of RSFs to the State Disaster Recovery Manager. The State Disaster Recovery Manager will have final approval for determining the need to activate the remaining RSFs. These determinations are based on the following conditions:

- Recovery needs are beyond the capability of the local or Tribal Government.
- The local or Tribal Government has activated its recovery functions and is requesting state assistance.
- State coordinating and supporting agencies have the capacity, authority, expertise, and/or programs to support the impacted community.

More specific RSF activation determinations are listed within each RSF Annex.

3.1.2.3 Coordination with Tribal Nations and Local Governments

The Recovery Branch Director will determine how to best streamline communications throughout the recovery process. In this phase, communications are focused on documenting disaster impacts and anticipating recovery needs at the local level. OEM's Tribal Liaison, Regional Coordinators and deployed staff can collect information from the impacted local and Tribal jurisdiction(s) to inform the development of a recovery common operating picture. Regional and Tribal liaisons from other state partners can also help inform the development of a recovery common operating picture. Local and Tribal jurisdictions can directly share any recovery needs with these liaisons and can report during ECC partner coordination briefings. Based on the information gathered from local governments and Tribal Nations, the Recovery Branch Director will develop initial state recovery priorities and strategies.

3.1.2.4 Transition to Phase Two Criteria

Phase One of the Recovery Continuum is complete when lifelines have stabilized, and the focus has shifted from response to recovery outcomes. By Phase Two, designated RSFs have been approved for activation or are already actively supporting the identification of permanent and resilient recovery solutions for community.

Response to Recovery Operational Transition

To ensure a successful transition from Phase One Stabilization into Phase Two Recovery Operations, the following may occur:

- The ECC Manager and State Disaster Recovery Manager will establish an incident response to recovery transition plan based on Policy Group guidance.
- The State ECC may be deactivated, or the focus of the State ECC may have shifted to a different incident.
- The OEM Response and Recovery Manager informs the Policy Group of the shift from response to recovery, and the policy briefing has been updated to reflect recovery operations.

3. Recovery Concept of Operations

- RSF Coordinating Agencies have been briefed and are working towards recovery outcomes in accordance with statutory and regulatory authorities.
- Community lifelines have stabilized.
- ESFs have deactivated and state agency staff supporting response activities have transitioned to RSFs.
- Legal requirements for response actions have been met through executive orders
- The Recovery Branch Director is prepared to transition into the Recovery Operations Section Chief role
- Community-led initial recovery efforts are underway including the establishment of Multi-Agency Resource Centers (MARCs) and other recovery centers
- Volunteer and donations management, shelter management, family reunification, and site re-entry and access activities have been established or completed
- Initial housing and business damage assessments are complete.

3.1.3 Phase Two: Recovery Operations

3.1.3.1 Purpose

This phase is focused on ensuring a coordinated and efficient approach to disaster recovery (see Figure 7 – Recovery Organization). In this phase, the SRAP is drafted and implemented in support of, and in coordination with, Tribal and local governments. During Phase Two, recovery operations are fully engaged through activated RSFs. Figure 7 depicts a general outline of how recovery operations may be organized once response activities have concluded. The State Disaster Recovery Manager will organize the recovery structure based on the needs of the incident.

3.1.3.2 Key Activities

Recovery Coordination and Documentation

The Recovery Branch Director or ROSC will hold regular Recovery Coordination meetings with the activated RSFs. The cadence of these meetings will be based on recovery needs and determined by the State Disaster Recovery Manager. These coordination meetings will include representation from federal partners, local community organization, County and/or Tribal Emergency Managers, the activated RSFs, or equivalent positions to ensure that recovery needs and priorities are addressed and communicated to the public. In support of recovery outcomes, the individual RSFs will meet internally to determine potential courses of action a community can take to recover. Each RSF will be responsible for developing their section of the SRAP.

Common recovery activities may include:

- Identifying temporary housing resources
- Repairing infrastructure such as roads/bridges, powerlines telecommunications, etc.

3. Recovery Concept of Operations

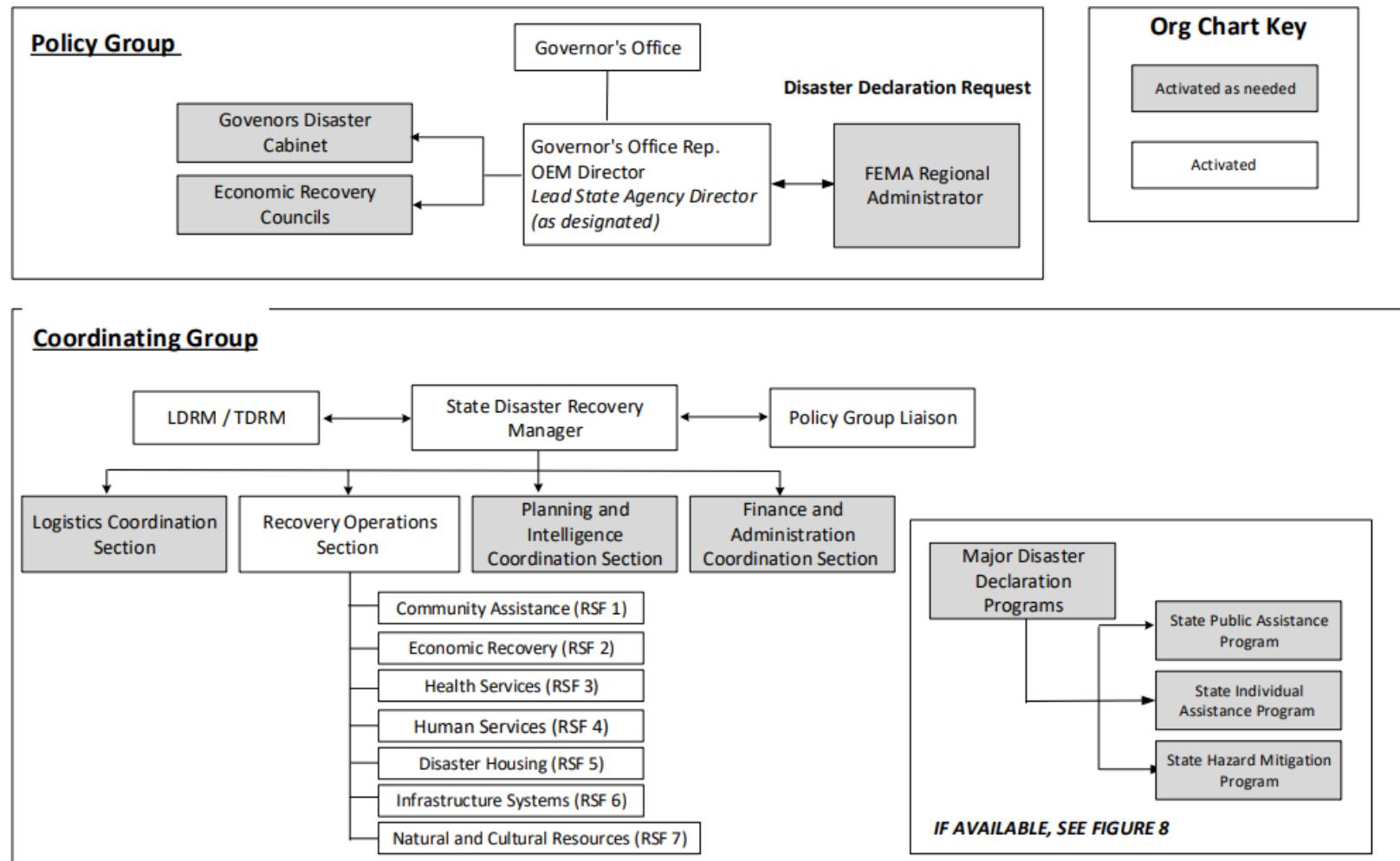
- Identifying resources for business and economic development support
- Engaging support networks to provide ongoing emotional/psychological support to those in need
- Ensuring continuity of public health and health care services
- Providing social services assistance to vulnerable populations, including food programs, unemployment programs, and self-sufficiency programs
- Assessing disaster impacts to the natural and cultural environment and mitigating future incidents
- Identifying resources to communities to support drinking water and wastewater recovery projects

The **SRAP** is a strategic framework that serves as a roadmap into long-term recovery and illustrates recovery programs consistent to recovery activities listed above. It is developed with input from multiple agencies, needs assessments and consultations with community partners. The creation of this document provides a structure for a strategic approach to disaster recovery, helps inform the Governor's Office Policy Briefing and documents and tracks recovery projects. The ROSC is responsible for supporting the development of the SRAP in coordination with the Planning Section when activated. The ROSC requests that state agencies involved in recovery activities provide input to the SRAP at an appropriate frequency based on the size and severity of the disaster, the informational needs of the Policy Group and the pace of recovery actions.

The SRAP encompasses:

- Overview of Disaster Impacts,
- Policy Group Intent / Desired End State,
- Federal, State, Local and Tribal Coordination and Collaboration,
- Recovery Priorities and Objectives,
- Identification of Recovery Resources, Programs and Projects and
- Creation of Recovery Implementation Tracker.

3. Recovery Concept of Operations

Figure 7. Recovery Organization

3. Recovery Concept of Operations

Identification of Recovery Resources

One of the primary purposes of the SRAP is to define recovery priorities and objectives to effectively shape disaster specific recovery resources required to successfully meet these needs. State agencies should first look at their existing programs and staffing to direct any available resources to disaster recovery operations. State agencies should also work with their federal partners to identify any available federal resources.

When agencies or their partnering governments become overwhelmed, the ROSC may make a request to the Policy Group for additional resources. Requests for additional staffing from RSF agencies should be compiled into one request to the Policy Group to ensure unity of effort and efficiency of state funds.

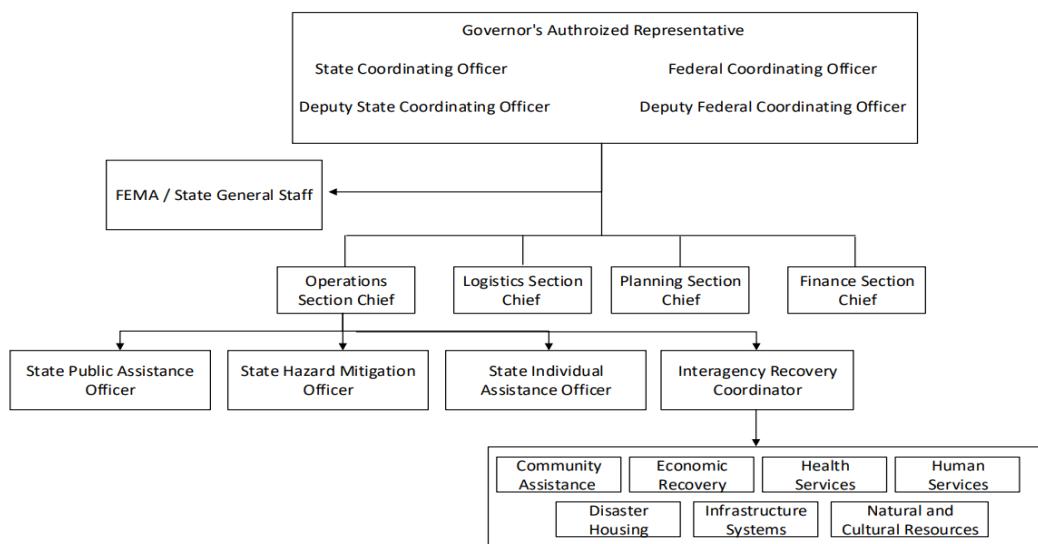
Additional resources for state agencies to conduct recovery operations and to administer to local governments may come from funding mechanisms such as:

- ORS 401.536: Oregon Local Disaster Assistance Loan and Grant Account; and
- ORS 291.324: Emergency Board

Major Disaster Declaration

If a Major Disaster Declaration request is submitted by the Governor and the President approves Public Assistance, Individual Assistance and/or Hazard Mitigation programs, the structure of recovery will shift from Recovery Organization (Figure 7) to Major Disaster Declaration Recovery Organization (Figure 8). This structural change is important to ensure that proper coordination is taking place with FEMA and OEM to allocate federal funding. Upon a Major Disaster Declaration approval, FEMA will work with OEM to establish a JFO to coordinate recovery operations and remaining response activities.

Figure 8. Major Disaster Declaration Recovery Organization



FEMA Public Assistance

FEMA's Public Assistance (PA) Program provides supplemental grants to state, Tribal, territorial, and local governments, and certain types of private non-profit organizations for debris removal, emergency protective measures, and the restoration of disaster-damaged, publicly owned facilities, and specific facilities of certain private non-profit organizations. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (Stafford Act), Title 42 of the United States Code (U.S.C.) § 5121 et seq. authorizes FEMA to provide assistance under the PA, IA, and Hazard Mitigation Grant Programs. As part of the Public Assistance Program, FEMA also provides mitigation funding to protect disaster-damaged eligible public infrastructure from future events and helps communities build back better.

FEMA Mitigation Assistance

The Hazard Mitigation Grant Program, authorized by Section 404 of the Stafford Act and managed by OEM, provides mitigation funding to protect undamaged parts of an eligible facility or to prevent or reduce damages caused by future disasters. The entire state - not just Presidentially disaster declared counties - may qualify for Section 404 mitigation projects. The state receives a percentage of the total Federal share of the declared disaster damage amount, which it uses to fund projects anywhere in the state, regardless of where the declared disaster occurred or the disaster type.

FEMA Individual Assistance

FEMA's Individuals and Households Program (IHP), or "IA", provides financial and direct services to eligible individuals and households affected by a disaster, who have uninsured or under-insured necessary expenses and serious needs. FEMA IA is not a substitute for insurance and cannot compensate for all losses caused by a disaster. The assistance is intended to meet basic needs of the disaster survivors and supplement disaster recovery efforts. There are two primary provisions with FEMA's IHP – Housing Assistance and Other Needs Assistance.

3.1.3.3 Coordination with Tribal Nations and Local Governments

Disaster recovery is often led by County/City/Tribal Governments but depending on local capacity and the scale of the disaster, recovery efforts can often vary. Prompt and effective recovery operations will require coordination across the whole community, including emergency services, disaster relief, volunteer organizations, the private sector, and the public. Activated RSFs will establish a process to support local and Tribal leadership in identifying recovery needs, projects and strategies. RSFs will be engaged in the process and will work with relevant local contacts. In some cases, a Tribal or local (city, county) post-disaster recovery plan may be created to establish priorities and program timelines. This process is often locally led with support from state and federal agencies.

3.1.3.4 Transition to Phase Three Criteria

Even though it could take years for a county and/or Tribal government to fully recover from a disaster, the State Disaster Recovery Manager will determine the appropriate time to deactivate RSFs. For this to successfully occur, the following tasks must be completed:

3. Recovery Concept of Operations

- The County/Tribal requests within the Crisis Management System have been resolved for a particular RSF and multi-agency coordination is no longer needed to address the recovery need.
- The objectives and associated tasks within an activated RSF are complete or the ongoing recovery activities coordinated by the RSF have been subsumed into the agency or agencies' regular duties.
- Long-term recovery strategies have been developed in support of local recovery priorities.
- The policy level briefing illustrates long-term recovery solutions.

Prior to deactivating RSFs, the RSF Coordinating Agencies will communicate with one another, local jurisdictions, and the Policy Group, if still active, to ensure all recovery needs and gaps have been addressed to the extent possible. If ongoing, long-term recovery activities are warranted beyond RSF activation (e.g., in circumstances where Community Development Block Grant - Disaster Recovery (CDBG-DR) funds are awarded), the ROSC will identify the appropriate agency to continue leading or coordinating these activities with the impacted communities prior to RSF deactivation.

3.1.4 Phase Three: Long-term Recovery

3.1.4.1 Purpose

Phase Three is focused on implementing recovery projects, providing support as needed and tracking recovery outcomes.

3.1.4.2 Key Activities

While state support assists with building long-term recovery outcomes in Phase 2, community long-term recovery activities may include:

- Providing long-term housing solutions.
- Rebuilding of infrastructure to meet future needs.
- Implementing long-term economic revitalization.
- Providing ongoing psychological/emotional support.
- Reestablishing disrupted public health and health care resources.
- Ensuring continuation of key social services to support vulnerable populations.
- Implementing long-term mitigation strategies.

Following the deactivation of RSFs OEM recovery staff will continue to do the following:

- Support local governments in recovery project implementation and coordinate with relevant state and federal agency partners as needed.

3. Recovery Concept of Operations

- Inform the Governor's Office of the status of long-term recovery efforts using information from the SRAP. The Policy Group will determine the cadence of recovery updates, and the Disaster Recovery Program Manager will provide recovery briefings as needed to the Policy Group Liaison or, if no longer activated, to the OEM Response and Recovery Director.

OEM will work with the designated personnel within the RSFs to:

- Track ongoing recovery efforts to ensure progress, accountability and alignment with broader recovery goals.
- Coordinate with all long-term recovery partners, including appropriate VOADS and COADS involved in long-term recovery efforts, to discuss capabilities and unmet needs and gaps. This will enable recovery partners to efficiently identify solutions for meeting long-term recovery needs.
- Coordinate with relevant agencies and nongovernmental partners to collate information and metrics on long-term recovery progress for presentation to the Governor's Office and state legislature.
- Continue supporting long-term recovery coordination and implementation of recovery programs and projects as required.
- Develop an activation debrief or an After-Action Report (AAR).

3.1.4.3 Coordination with Tribal Nations and Local Governments

In Phase Three, local and Tribal governments implement their recovery programs and projects. RSFs have demobilized but may still be supporting local and Tribal governments through steady-state or disaster-specific programs. RSF 1 Community Assistance will be the primary link to local and Tribal governments to provide needed support and track implementation efforts.

3.1.4.4 Transition to Steady State/Preparedness

Long-term Recovery is complete when the implementation of recovery projects has been incorporated into regular agency operations. The following actions signify the transition back to RSF Preparedness and steady state:

- RSF 1 Community Assistance transitions back to steady state, monitoring and supporting plan implementation through regular programming and staffing.
- State agencies have integrated long-term recovery projects into their regular operations.

3.1.4.5 Concurrent or Multiple Incidents

Recovery operations in Oregon must anticipate the possibility of multiple or overlapping incidents occurring at the same time. These situations place added demands on state, local, and Tribal resources, requiring careful prioritization and coordination to ensure that critical needs

3. Recovery Concept of Operations

are met across all affected communities. Each incident has distinct impacts, requirements, and recovery needs, and therefore cannot be treated as a single combined event.

When concurrent incidents occur, OEM and recovery partners balance immediate stabilization with longer-term recovery objectives, recognizing that each incident may be at a different stage along the recovery continuum. Different RSFs and partners may be required for each, depending on the type of emergency and the communities affected. To ensure effective recovery, OEM and partners may assign dedicated staff or host separate coordination meetings, allowing each incident to progress at its own pace. By maintaining clear communication, situational awareness, and adaptive planning, Oregon's recovery framework provides the flexibility needed to manage concurrent incidents while preserving the progress of each recovery effort.

4

Implementation and Maintenance

4.1 Oregon Department of Emergency Management (OEM) Responsibility

OEM is responsible for convening quarterly meetings to facilitate collaboration and ensure alignment among partners involved in disaster recovery. These meetings serve as a platform for sharing updates, addressing challenges and refining strategies to enhance recovery efforts. By maintaining regular communication, OEM helps strengthen preparedness, streamline coordination and support long-term resilience.

4.1.1 Post-Activation Review

OEM may conduct continuous improvement activities, develop AARs, and review post-activation findings to assess the effectiveness of disaster response and recovery efforts anytime the ODRP is activated, in either real-world or exercise scenarios. By analyzing successes, challenges and areas for improvement, the agency can refine strategies, enhance coordination and implement best practices for future incidents. These reviews help ensure that lessons learned are integrated into planning, training and operational adjustments, ultimately strengthening the overall disaster recovery framework.

4.2 Training

Each RSF will ensure that recovery staff are trained as part of ongoing preparedness efforts so that the full resources and capabilities of the agency are available with little forewarning. Key staff should undertake initial, refresher and just-in-time training on the Base Plan portion of the ODRP, and on the RSF Annex for which the agency is designated as the Coordinating Agency or as a coordinating team member, and on all other RSFs for which the agency could have a participating role. Training records must be kept and made available at the request of the Plan Administrator.

4.3 Exercises

The state will conduct exercises every two years to test and evaluate its recovery capabilities. The exercises will consist of a variety of tabletop exercises, drills, functional exercises and full-scale exercises. AAR findings and improvement recommendations will be used to update the ODRP as appropriate.

Local government organizations should exercise their relevant RSF roles every two years with their community recovery partners, including local agencies and private and nonprofit sectors such as businesses, faith-based and social service organizations and the public. The exercises will consist of a variety of discussion- and operations-based exercises.

Homeland Security Exercise and Evaluation Program procedures and tools should be used to develop, conduct and evaluate these exercises. Recovery AARs should be transmitted to appropriate RSF organizations as outcomes of these exercises.

4.4 Plan Administration and Distribution

As the Plan Administrator, the OEM Director of Response and Recovery will coordinate a review and revision of the State ODRP Base Plan every four years and make the updated plan public.

4. Implementation and Maintenance

The Base Plan will also be revised due to legislative changes or lessons learned from exercises or real-world emergencies. In preparation for announcing the ODRP Base Plan, OEM will share a draft version of the plan with the Oregon Emergency Response System Council, Tribal and county emergency managers and other emergency management partners for review and feedback.

OEM is responsible for collaborating with partners to update the State ODRP Base Plan, RSFs and any additional annexes. At a minimum, these supporting annexes will be reviewed every two years and revised when changes are needed due to updated legislation and lessons learned from exercises or real-world emergencies. This updated process will take place in coordination with identified RSF coordinating and participating agencies and with engagement from local and Tribal governments. To support plan improvements, OEM will track the implementation of corrective action items identified in after-action reports and from information gathered through the Maturity Model Program, a grading rubric used to ensure that state agencies meet the necessary standards to prepare for disasters.

Each state department or agency is expected to develop and maintain policies and procedures (e.g., department or agency emergency plans, standard operating procedures, continuity of operations plans, business continuity plans) in support of the State ODRP. In addition, assigned state departments or agencies are responsible for updating and maintaining their annex to the State ODRP and portions of the Base Plan.

4.4.1 Plan Distribution List

The State EOP, Emergency Support Function and Threat and Hazard Specific Annexes, this Oregon Disaster Recovery Plan and the Recovery Support Function Annexes are [publicly available on OEM's website](#). Additionally, electronic copies are directly distributed to the following state agencies:

Table 2: Plan Receiving Entities

Governor's Office	State Resilience Officer
Oregon Department of Emergency Management	Oregon Department of Administrative Services
RSF 1 Coordinating Agency: Oregon Department of Emergency Management	
RSF 2 Coordinating Agency: Business Oregon	
RSF 3 Coordinating Agency: Oregon Health Authority	
RSF 4 Coordinating Agency: Oregon Department of Human Services	
RSF 5 Coordinating Agency: Oregon Housing and Community Services	
RSF 6 Coordinating Agency: Oregon Department of Emergency Management (PA)	
RSF 7 Coordinating Agency: Oregon Department of Environmental Quality	

Appendix

Acronyms

AAR – After-Action Report

AGAR – Alternate Governor’s Authorized Representative (AGAR)

CDBG-DR – Community Development Block Grant – Disaster Recovery

CEMP – Comprehensive Emergency Management Plan

CFR – Code of Federal Regulations

COAD – Community Organization Active in Disaster

ECC – Emergency Operations Center

EEI – Essential Elements of Information

EO – Executive Order

EOP – Emergency Operations Plan

ERC – Economic Recovery Council

ESF – Emergency Support Function

FCO – Federal Coordinating Officer

FDRC – Federal Disaster Recovery Coordinator

FDRO – Federal Disaster Recovery Officer

FEMA – Federal Emergency Management Agency

GAR – Governor’s Authorized Representative

GDC – Governor’s Disaster Cabinet

IRC – Interagency Recovery Coordination

JFO – Joint Field Office

LDRM – Local Disaster Recovery Manager

LTRG – Long-Term Recovery Group

NDRF – National Disaster Recovery Framework

NGO – Non-Governmental Organization

NHMP – Natural Hazard Mitigation Plan

NIMS – National Incident Management System

NRF – National Response Framework

ODRP – Oregon Disaster Recovery Plan

OEM – Oregon Department of Emergency Management

ORS – Oregon Revised Statutes

PIO – Public Information Officer

ROSC – Recovery Operations Section Chief

RSF – Recovery Support Function

SCO – State Coordination Officer

SDRM – State Disaster Recovery Manager

SRAP – State Recovery Action Plan

SRO – State Resilience Officer

TCO – Tribal Coordination Officer

TDRC – Tribal Disaster Recovery Coordinator

VOAD – Voluntary Organization Active in Disaster